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ABSTRACT

This report of the Joint Committee on Educational Goals and Evaluation to the California Legislature discusses the need for educational goals and evaluation, the committee investigation, and the collection of information. As a result of the investigation, it was concluded that: (1) it is essential that the goal-setting process include the extensive involvement of the public with students and educators at the level of the local educational agency; (2) the support of the public for such goals is essential; (3) the value of setting goals is as much in the process of participation as in the final outcome; (4) as learning is recognized as being dynamic and individualistic, any objectives of education that are established should not become too specific or too restrictive as to stultify the learning process; (5) the flexibility and freedom granted to school districts by the enactment of the George Miller, Jr., Education Act of 1968 should not be impaired by the adoption of statewide goals of education; (6) to ensure that the goals and objectives of public education continue to be appropriate and relevant, a recycling process should be designed; (8) an assessment of needs, relevant to the present and long-range future of public education, should be accomplished during the goal-setting process; (9) the involvement of the legislature in the establishment of educational goals and objectives for California public schools would provide a necessary linkage between the public and those responsible for educational policy; and (10) an assessment and evaluation program should be comprehensive and explicit. (DB)

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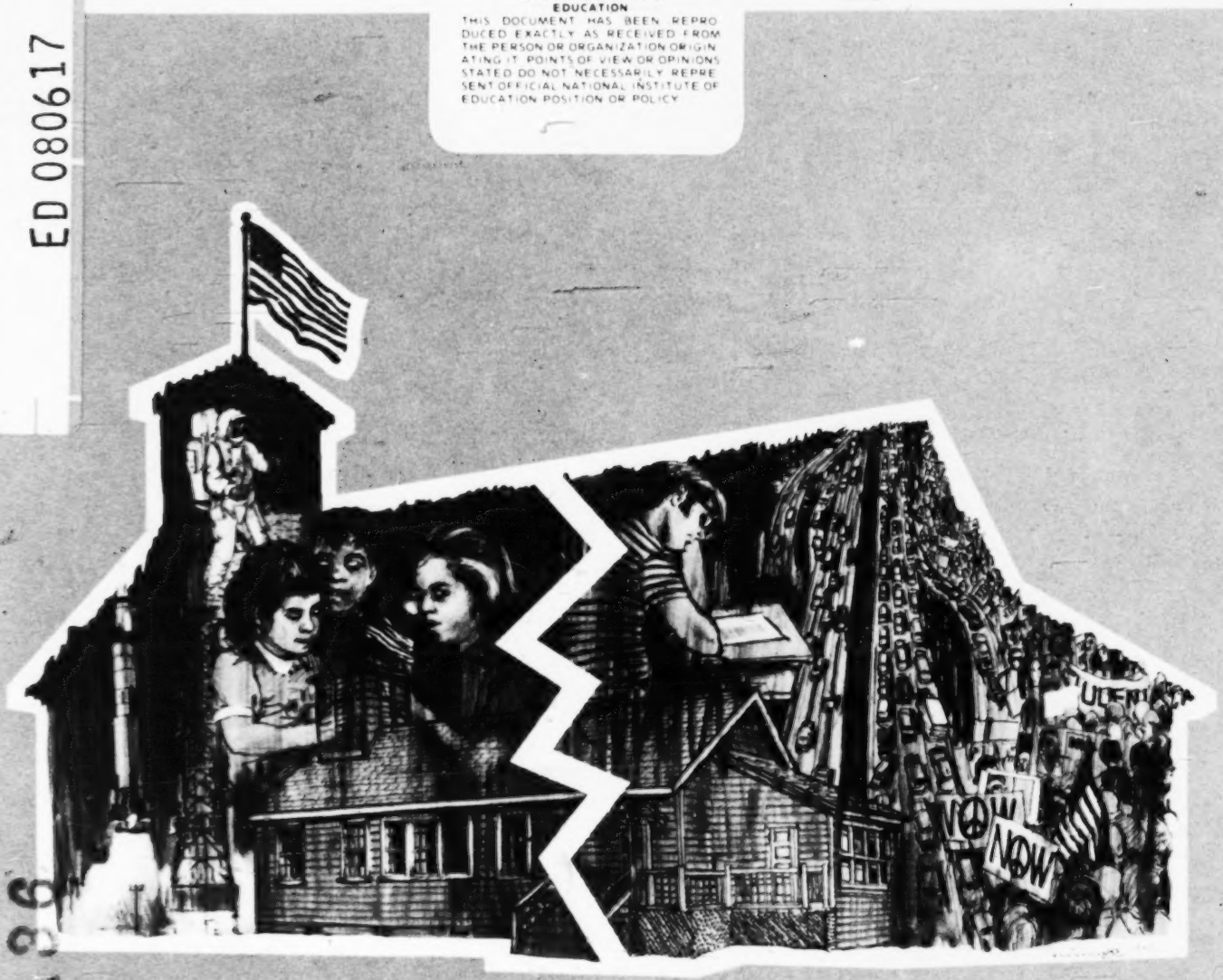

A Report of the Joint Committee on Educational Goals and Evaluation
May, 1970, California Legislature

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The Way to Relevance and Accountability in Education

REPORT OF THE JOINT COMMITTEE ON EDUCATIONAL GOALS AND EVALUATION

April, 1970

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LETTER OF TRANSMITTAL

April 14, 1970

Honorable Bob Monagan,
Speaker of the Assembly and
Honorable Jack Schrade,
President pro Tempore of the Senate
California Legislature
State Capitol, Sacramento

Dear Mr. Speaker and President pro Tempore:

In accordance with your direction, the Joint Committee on Educational Goals and Evaluation has made findings and agreed upon recommendations outlining a course for identifying educational goals and objectives appropriate to the needs of the California educational system.

The attached document, which I respectfully submit, constitutes the report of the Joint Committee on Educational Goals and Evaluation.

Sincerely yours,

VICTOR V. VEYSEY
Chairman

VVV:wsl

FOREWORD

As members of the Joint Committee, we represent varying segments of the public of California and represent the full education committees of the Senate and Assembly along with three members from the State Board of Education. We have been able to agree, in an overall sense, with the tenor of the report.

The names below indicate the Joint Committee members' individual acceptance and endorsement of the report, some with qualifications. Individual comments of members are included in the appendices.

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CHAPTER I

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

The Joint Committee on Educational Goals and Evaluation was established by the passage of Assembly Concurrent Resolution No. 195 by the Legislature during the 1969 Regular Session (See Appendix A). The Joint Committee was to determine and recommend the best means for identifying educational goals and objectives appropriate to the needs of modern society and the means for developing a comprehensive statewide plan of assessment and evaluation designed to measure the degree to which the public school system is achieving such goals and objectives.

Conclusions

As a result of its investigation, the Joint Committee concluded:

(1) It is essential that the goal-setting process include the extensive and intimate involvement of the public with students and educators at the level of the local educational agency.

(2) The support of the public for such goals is essential.

(3) The value of setting goals is as much in the process of participation as in the final outcome.

(4) Inasmuch as the learning process is recognized as being dynamic and individualistic, any objectives of education that are established should not become too specific or too restrictive as to stultify the learning process.

(5) The flexibility and the freedom granted to school districts by the enactment of the George Miller, Jr., Education Act of 1968 (SB 1) should not be impaired by the adoption of state-wide goals of education.

(6) To ensure that the goals and objectives of public education continue to be appropriate and relevant, a recycling process should be designed.

(7) Those with authority for educational policy should take a role of leadership in identifying goals of education.

(8) An assessment of needs, relevant to the present and long-range future of public education, should be accomplished during the goal-setting process.

(9) The involvement of the legislature in the establishment of educational goals and objectives for California public schools would provide a necessary linkage between the public and those responsible for educational policy.

(10) An assessment and evaluation program should be comprehensive and explicit in identifying the relationships between human and material resources, the educational process, and learning growth in terms of student achievement and attitudes, cost-benefits, and other goal-related criteria.

Recommendations

The Joint Committee recommends:

(1) A joint committee on educational goals and evaluation be established for the purpose of guiding the developmental process of setting goals and objectives of education.

(2) Goals and objectives be recommended for adoption to the State Board of Education after consideration of goals and objectives identified by local education agencies.

(3) The study identifying the goals and objectives of education should be accomplished in less than two years.

(4) Legislation should be adopted which directs local education agencies to state the philosophy, goals, and objectives of their educational program.

(5) The development of an assessment and evaluation program that would measure progress toward the goals and objectives of education that have been identified should serve several purposes, such as: the collection of data on children who are entering the California public schools for the first time; the measurement of student progress across grade or age levels in areas of instruction; and evaluation of special programs.

(6) Advisory committees should be appointed to assist the joint committee in its work. Members of these committees should be selected from many segments of the public, including students, parents, educators, members of governing boards, and persons with demonstrated expertise in appropriate areas of study.

(7) When the process of setting goals and objectives has been completed and the evaluation design has been accepted and formalized for purposes of implementation and administration, the State Board of Education should be responsible for the continuing leadership role in the data-collection and evaluation process.

CHAPTER II

THE NEED FOR EDUCATIONAL GOALS AND EVALUATION

Education and Future Society

On Sunday morning, July 13, 1969, President Nixon released a statement to the press on the establishment of a National Goals Research Staff. It read:

> In seven short years, the United States will celebrate its 200th anniversary as a nation. It is time we addressed ourselves consciously and systematically, to the question of what kind of a nation we want to be as we begin our third century.
>
> We can no longer afford to approach the longer-range future haphazardly. As the pace of change accelerates, the process of change becomes more complex. Yet at the same time, an extraordinary array of tools and techniques has been developed by which it becomes increasingly possible to project future trends—and thus to make the kind of informed choices which are necessary if we are to establish mastery over the process of change!
>
> The traditional purposes which the public schools have served must be re-evaluated in light of changing conditions to assure relevance in today's education. Goals of education must be identified which express the hopes and reflect the needs of modern society.[1]

The President's statement illuminates the changing dimension of time, especially future time. It may be that past experience can no longer serve to guide future planning. Whereas current events have been judged in the perspective of their link to the past, events of the new decade might better be evaluated in relationship to the prospects of alternative futures. The lesson of the 60's appears to be that rapid change is better controlled by foreknowledge than historical analysis.

The implications for education are apparent. The relationship of schools and society is unquestionably close knit. As instruments of societal stability and growth, the formal educational institutions must be understood to be integral elements in the shaping of future conditions. Future-oriented thinkers recognize the need to define the proper function of the school in modern society.

Since its inception, the National Goals Research Staff has undertaken several studies, one of which is concerned with goals for education in America. This study will involve forecasting the nature of the education process, wherein learners will be absorbed in purposive experience through the proper synthesis of human and technological resources.

[1] U. S., President, (Richard M. Nixon), "Statement by the President on the Establishment of a National Goals Research Staff," (press release), (Washington, D.C.: July 13, 1969).

The time for setting goals is now. The power of foreknowledge in a changing world will depend on the extent of the nation's consensus and commitment to societal goals. Without consensus, national efforts become splintered and burgeoning conflicts are difficult to resolve. Lacking commitment, goals become superfluous, for goals are, by their very nature, value-laden and pregnant with commitment. The traditional purposes which the public schools have served must be re-evaluated in light of changing and future conditions to assure relevance in today's education. Goals of education must be identified which express the hopes and assess the needs of modern society.

The Current Crisis Surrounding Education

Education in the United States became a focal point of public attention when the launching of the Russian "Sputnik" was interpreted as a challenge to the attainments of Americans under the free enterprise system. In "pre-Sputnik" days, the schools were essentially free of public scrutiny. For years, teachers and administrators had run schools as though they were private institutions. Public understanding of the school operation was thwarted by dull parent meetings, limited access to information, and "staged" classroom visits. Eleven years later, this is still pretty much the case, although there are some signs of change in this regard. For the most part, the parent continues to rely on the child for insight into the inner-workings of the classroom. Teachers continue to explain their objectives and methods in the vaguest terms—confusing not only to the parent but often to the teacher as well. Terms such as "good citizenship" and individualized instruction" carry general meaning at best. How

Courtesy Sacramento Union

do pupils exhibit "good citizenship?" How do teachers individualize instruction among groups of thirty or more pupils? Concrete answers are not available.

Part of the explanation for this confused condition is the state of uncertainty surrounding the proper function of the school. The perceived expectations of the citizens for the role of the school have undergone changes which are not fully understood. Major controversies have arisen in recent years contesting the relationship between school and society: prayer in the classroom, free speech, dress codes, loyalty oaths, sex education, and moral guidelines, to name a few.

What should the schools be teaching?

The California school system came into being over one hundred years ago. Its original function was to teach reading, writing, and arithmetic, and to cultivate in students a pride in their heritage. Over the years, this function was repeatedly broadened to include other areas of instruction, encompassing physical, emotional, moral and intellectual development, as well as training in vocations and citizenship.

As the function of the school became more broadly defined, the public came to expect increasingly more service from the schools. Unwittingly, the responsibilities of the school in relation to those of the home, community, and church have never been sufficiently delineated. As a result, there is a state of confusion over what the schools should be teaching. The public is demanding accountability for dollars spent while school administrators and teachers are unsure for what it is they are to be held accountable.

The rapid growth of scientific and technological development has further clouded the issue of what the schools should be teaching. Children learn in a lot of ways. Scientific research and modern technology have placed a variety of new instructional methods and materials at the disposal of teachers, parents, and students, alike. How should these educational tools be utilized? What traditional practices should be abandoned to assure the most effective use of professional staff time? As total systems, how can school districts be best organized to accommodate the multi-dimensional requirements of teaching large groups of people as creative individuals, each with a personalized style of learning?

An assessment of the impact of these changed conditions on the effective capability of the schools has never been undertaken at the state level. The first step toward assessing the effectiveness of the state educational system is in defining goals of education which reflect the changing needs of the individual and society in today's and tomorrow's world. Once the function of the school is clearly delineated, then the effectiveness of the school in achieving its goals can be assessed.

At present the goals of education are not defined in a coherent form. The relationship of instructional technique, school organization, and pupil performance to educational goals is unknown. In recent years, public criticism of the schools has been aroused partially because of the lack of objective data describing this relationship.

A recent Gallup poll indicates that the public would like more information about modern education, the new methods employed, and the new ideas concerning the kind of education needed. At present, the public has little or no basis for judging the quality of education in local schools.[2] In spite of, or, perhaps, be-

[2] Gallup International, *How the Nation Views the Public Schools*, (Melbourne, Florida: I/D/E/A, 1969).

cause of the absence of useful information, the public is becoming critical of the schools. The results of tax override and bond elections serve as evidence of public dissatisfaction with the schools. In California, a majority of these tax campaigns were defeated last year.

Students provide an additional source of criticism. Student protest on high school campuses is on the rise. A recent congressional subcommittee survey indicated that over one-fifth of the nation's high schools experienced student protest activities last year over issues ranging from dress codes and general disciplinary rules to curriculum policy and student political organizations. These demonstrations were distributed nearly equally among urban, suburban, and rural schools.[3] These findings are evidence that the cry for relevance in our schools is louder now than ever before in our history.

The schools are in the midst of their greatest crisis. The public is being asked to increase its financial support of education at a time when the national economy is unstable. The schools are being asked to correct the inequity of educational opportunities among students at a time when students are questioning the relevance of existing programs. Critical analysis of the situation reveals that the schools cannot expect to ride out the storm. The case for educational reform is too persuasive, the need for reform too pervasive, to be soon forgotten.

The Way to Relevance and Accountability in Education

The crisis in education will continue until the educational system becomes more responsive to the needs of the people.

The relationship of the schools to society must be reassessed to determine what public education can and should be doing to prepare children and youth for the challenges of the future.

The first step toward relevance in education is the clarification of the proper function of the school in modern society. Goals of education must be identified, incorporating a process assuring vast and meaningful involvement of all interested citizens: students, parents, educators, representatives of business and labor, scholars, scientists, artists, and any other persons. Public involvement in the determination of goals may be the precursor to the return of public confidence in education.

The process of setting goals for education must include an assessment of the individual and collective needs of the society. Educational priorities must be established which assure that graduates shall possess the capabilities necessary to participate productively in the society. For this reason, projections of future needs, including manpower studies, must be carefully scrutinized during the goal-setting process to avoid the perpetuation of those parochial interests which cannot be justified when considered in relation to the primal needs of mankind.

The other major component required to make the schools responsive to the people is a well-constructed plan of evaluation. The school and the community should be equally concerned with measuring the effectiveness of educational programs. The plan of evaluation should provide information about the appropriateness of organizational methods, both administrative and instructional, as well as reporting pupil learning growth. Data collected should reveal success by relating human and material inputs to pupil performance among comparable schools and districts.

Each school year salary increases are granted, additional teachers are hired, instructional materials are purchased, school facilities are assigned without any substantive knowledge of the predicted effect of these changes on pupil performance. It is as though there is only one criterion for decision-making—traditional practice. Clearly there is a need for assessing the effect of changed inputs to organizational outputs so that rational decision-making may occur.

The decision to investigate the purpose of public elementary and secondary education is interpreted as an effort by state leaders to form a rational basis for California educational policy-making. There is little question of the need for a centralized source of reliable and valid information as a well-spring for rational policy at national, state and local levels.[4]

[3] Vincent J. Burke, "22 L.A. Schools Hit by Protests, Survey Finds," *Los Angeles Times* (Los Angeles: Times, Mirror Corp., Feb 20, 1970).

[4] California, Legislature, Assembly, Interim Committee on Education, The Honorable Leroy F. Greene, Chairman, *Achievement Standards* (Sacramento: October, 1967), Vol. I and II.

California, State Committee on Public Education, F. E. Balderston, Chairman, *Citizens for the 21st Century*, (Sacramento: May, 1969).

California, The Governor's Commission on Educational Reform, Robert E. Hanson, Chairman, *Preliminary Report of the Governor's Commission on Educational Reform*, (Sacramento: December, 1969).

U.S., President, (Richard M. Nixon), "President Nixon's Message to Congress Urging the Establishment of a National Institute of Education," (Washington D.C., March 3, 1970).

The kinds of information, the ways the information will be put to use, and the methods of collecting such information are the complex components which make up an assessment system. The development of such a system should be the long-range outcome of the efforts started by the passage of A.C.R. 195.

The most challenging question before the Legislature and the State Board of Education is whether the state can generate a basis for rational policy at the state level which assists—rather than pre-empts—local education agencies. The following questions are excerpted from an article on educational decision-making:

1. At what governmental levels should educational goals be determined?
2. At what levels should various decisions on curriculum, finance, instructional methodology, staff employment, and so forth be made?
3. What groups not now included in the formal structure should be included? what decisions shall they make?
4. Which groups possess the competence to make which decisions?[5]

There is little doubt that the State Legislature has the final authority in deciding educational policy. There is also little doubt that the schools have failed to set measurable standards and report progress in a way that would inspire public confidence.

Dr. Joseph Haring of the Southern California Research Council expressed the problem in this way:

> I think that the parents and the public and the Legislature have a right to know how each school is doing but they ought to be tested in public, . . . publicize the results of the test so everybody can know, even taxpayers can know, how well the schools are doing and determine whether something ought to be done about it or whether they should just rebel against supporting school taxes and say, I don't know what's happening, I don't know what they're achieving and I don't know where the money goes so I quit.[6]

Assemblyman Veysey responded to Dr. Haring by saying that, ". . . the state goals for education are not very well defined. We have never established, I think, standards, statewide, that we expect young people to achieve in our schools. Maybe this is where we should address our attention as legislators."[7]

At first glance, the problem seems relatively clear and simple. A closer look uncovers a number of complex and puzzling questions:

> Are state leaders interested in setting achievement norms as state standards or are they more interested in assuring certain levels of learning for all children, (e.g., basic literacy)?
>
> Are state leaders primarily concerned with testing for minimum performance levels or in evaluating the total educational product?
>
> Do demographic data describing school communities help explain differences in performance between schools and districts or simply hide basic failures of the educational system?
>
> Should one goal of the schools be success for every child in terms of individual progress curves, or should schools be organized so that 50 per cent of the students fail by incorporating normative tests as success criteria?
>
> If state leaders are primarily interested in setting minimum performance standards, by what means are top flight programs to be identified and supported?

These are just a few of the difficult questions which loom ahead. They are not insurmountable. As Conant states:

> Educational systems were not created in a day, nor will they be changed in short order. Existing patterns of instruction, organization, and financial support reflect the heritage of each state as well as the current pressures and demands. Yet educational systems are adaptable; they are capable of meeting new circumstances. This does not happen by accident but rather through the ingenuity of imaginative leaders. The path to a rational system is far from smooth.[8]

[5] William L. Pharis, Jr., et al, "Educational Decision-Making," *Today's Education*, NEA, (October, 1969), p. 54.
[6] Honorable Leroy F. Greene, *op. cit.*, Vol. I, p. 49.
[7] *Ibid.*
[8] James Bryant Conant, *Shaping Educational Policy*, (New York: McGraw Hill Book Company), 1964, p. 59.

CHAPTER III

THE COMMITTEE INVESTIGATION

The Purpose of the Study

The State Board of Education shares with the Legislature the concern for rebuilding public confidence in the state school system.

State leaders also agree on the need for assessing the role the schools will play in promoting the growth of the individual and society under the changing conditions of today's and tomorrow's world.

These shared interests led to this study, which represents a first step toward the development of a rational framework for the making of educational policy. The identification of publicly endorsed goals of education and the creation of an information feedback system are two requirements the California school system must meet to increase its responsiveness to the people it is intended to serve.

The Charge of the Study

A joint committee was established by the Legislature to determine and recommend the best means for identifying educational goals and objectives appropriate to the needs of modern society and for developing a comprehensive statewide plan of assessment and evaluation designed to measure the degree to which the public school system is achieving such goals and objectives.

The Assembly and Senate Committees on Education, acting as and constituting the Joint Committee on Educational Goals and Evaluation, and in cooperation with a three member committee of the State Board of Education, were to undertake the study and submit a final report to the Legislature during the 1970 Regular Session.

Defining the Scope of the Study

A.C.R. 195 was the first step in the process of developing statewide assessment of the effectiveness of our public educational system. This step was directed toward answering three questions:

(1) What should our educational system be attempting to achieve?
(2) What is our educational system attempting to achieve?
(3) What is our educational system actually achieving?

Two specific outcomes were expected from the feasibility study (A.C.R. 195):

(1) a plan for formulating goals and specific objectives; and
(2) a plan for formulating an assessment of educational progress.

The Committee recommendations describe a preferred course of action for defining educational goals and objectives and for developing an assessment system which will provide the basis for rational policy.

The final objective, then, is a re-evaluation and redefinition of the total public school system as it operates within the context of a rapidly changing world and the formulation of a state assessment system which conforms to the requirements of education in modern society.

To achieve this objective, these long-range outcomes must be generated:

(1) goals and measurable objectives,
(2) performance measures,
(3) data collection and dissemination,
(4) success criteria,
(5) changing priorities, and
(6) accountability to the people.

This set of anticipated outcomes comprise an assessment system. By evaluating learning progress with respect to success criteria, current priorities would be identified. Then schools would be held accountable for improving in these identified areas of need. By defining the relationship of schools to society and establishing appropriate goals, a basis for rational policy would be forthcoming.

Table I (p. 7) presents a summary outline of the relationship between the expected outcomes of the feasibility study and the anticipated long-range outcomes.

Table II (p. 8) is a decision flow chart which depicts a plan for educational policy development leading to the final objective, a state assessment system. This table is intended to assist members by providing a common frame of reference when deciding on future courses of action.

Attention should be directed to a number of significant undertakings which are closely related to the study: the Governor's Commission on Educational Reform; the Advisory Commission on School District Budgeting and Accounting; the Advisory Committee on Achievement and Evaluation; the CSBA Goals Classification System; the CSBA Project on the Development of Performance Objectives; Operation PEP; ESEA Title III PACE centers; the Cooperative Task Force on the California Educational Information System; the CESAA Education Decision-Makers Project; the UCLA Center for the Study of Evaluation. District level activities are too numerous to mention. Because of this abundance of related activity, it seems imperative that the Legislature and State Board of Education view this study as the coordinating effort which will begin to tie the many threads of knowl-

edge into an integrated assessment network for the benefit of students in California.

Definitions

For the purposes of this report, the following definitions are presented:

"Goal" means a statement of broad direction, or intent which is general and timeless and is not concerned with a particular achievement within a specified time period.

"Objective" means a desired accomplishment that can be verified within a given time and under specifiable conditions which, if attained, advances the system toward a corresponding goal.

"Assessment" means a statement of the status of the educational system as it presently exists in comparison to desired outputs or stated needs of the system.

"Evaluation" means the collection, processing, and interpretation of data pertaining to an educational program. Evaluation would include both descriptions and judgments as to the quality and appropriateness of goals, environments, personnel, methods and content, and outcomes.

Research Methodology

In order to fulfill its responsibility in the limited time period, the Joint Committee on Educational Goals and Evaluation attempted to acquire the best information available on the problem in an efficient and systematic manner.

The problem under investigation raised these fundamental questions:

(1) Who is to be involved in identifying educational goals and objectives?
(2) Who is to be involved in developing a statewide system of assessment?
(3) What legislative guidelines, if any, are going to govern these persons and activities?
(4) When are these activities to be completed?
(5) What is the expected outcome of these activities?

These questions were asked of a large sample of individuals and groups who had demonstrated personal or professional interest in the problem (see Appendix D). Opinion was collected through both written responses and public testimony.

Another important aspect of the research was a review of the literature of current practice in goal-setting and evaluation, and an auditing of new knowledge and experimental programs. The committee staff did not confine the investigation to California programs. Practices in Utah, New York, Pennsylvania and Michigan were subject to on-site observations.

The advice and counsel of national leaders in the areas of educational goals and evaluation were sought. The dialogue thus established proved to be quite beneficial.

In summary, the feasibility study involved five stages, as follows:

(1) up-date current practice in California,
(2) audit new knowledge and experimental programs nationwide,
(3) survey opinion regarding goal-setting and assessment design,
(4) analyze findings, and
(5) formulate recommendations.

Chapter IV summarizes the research data collected in the first three stages.

The conclusions and recommendations are reported in Chapter V.

TABLE I

Feasibility Study Outcomes in Relation to Long-Range Outcomes

STUDY OUTCOMES		LONG-RANGE OUTCOMES	
A plan for formulating goals and objectives	PROPOSED LEGISLATION ACR 85 AB 2430	Goals and measurable objectives Performance measures Data collection and dissemination Success criteria Changing priorities Accountability to people	Assessment: Basis for Rational Policy
A plan for formulating evaluation of educational progress			

Present Goals
Assessment Feasibility Study (ACR 195)
State Testing Program
Testing Bills (AB 1534, AB 1168)
School Performance
Re-evaluation of Goals and Objectives
Establish Purposes of Assessment
Definition of New Goals and Objectives
Check on Compatibility of State Testing to New Goals and Purposes of Assessment
Design of State Evaluation to Conform to New Goals and Purposes of Assessment
New Goals
Evaluation Testing Phase
School Performance
New Goals
Assessment: Basis for Rational Policy
School Performance

TABLE II

Assessment of Progress Toward New Goals

A projected plan for educational policy development through goal definition and evaluation.

CHAPTER IV

COLLECTION OF INFORMATION

Sources of information to the Joint Committee emanated from testimony provided at public hearings and through a questionnaire survey, field research by the staff, and a selected review of the literature. Committee recommendations and positions were established during public hearings.

Summary of Selected Testimony

Selected testimony before the Joint Committee was provided by persons interested and concerned with the problem of identifying goals of education and a assessment of the educational system. A summary of this testimony follows:

WILLIAM BAKER, Chairman, Advisory Commitee on Achievement and Evaluation, and Deputy Superintendent, East Side Union High School District, San Jose:

The existing state testing program should be re-evaluated and revised to better interface with the goals of California's state educational system.

A State Commission on School Evaluation, which would be charged with developing an assessment of public education in California should be established. This Commission would be comprised of members broadly representative of professional educators, public groups, parents, and students. The Commission would be advisory to the State Board of Education and would be allocated sufficient resources to develop and field test sophisticated measurement tools. The State Board of Education would adopt and implement an extensive assessment program after reviewing the Commission's recommendations.

RICHARD FOSTER, Superintendent, Berkeley Unified School District:

It is imperative to include observations on teacher education in the United States along with goals, objectives, and evaluation. Federal grants for this purpose should be given. Five goals for American education should include: (1) academic skills of reading, writing, and arithmetic; (2) vocational choice; (3) democratic citizenship, including involvement in the democratic process; (4) cultural learning and cultural caring; and (5) inter- and intra-personal relationships.

Richard Foster

A teacher training model should be an integral part of any model that considers goals, objectives and evaluation.

JOSEPH HARING, Professor of Economics, Occidental College:

The California Legislature should simplify the goals of public education and then insist that schools achieve them. A nationwide team of experts should be hired to re-write educational goals and objectives, and to develop a testing program for measuring progress toward them. The responsibility for selecting goals and designing tests to operationally measure them should be given to an outside firm with considerable experience in the field of educational testing.

The consulting firm should preferably be based outside the state or at least be a national firm, in order to assure objectivity. The consulting firm and the Legislature should work together to assure that the recommendations by the firm meet the interests of the state.

WILLIS HARMAN, Director, Educational Policy Research Center, Stanford Research Institute:

We are faced with one "world macroproblem" which is a consequence of uncontrolled technology development and application.

There is good reason to suspect that this world macroproblem may be essentially unsolvable within the framework of presently dominant values and basic premises. If this is believed to be the case, then the changing of these pathogenic premises becomes a worldwide educational task of the highest priority.

History provides scant grounds for assuming that values and premises could be altered much by deliberate attempt. However, this is a particular moment in history when there are two additional forces (besides the need posed by basic survival problems) pushing for a drastic shift in outlook. One is the great refusal of youth to go along with the values of the past. The other is the "altered states of consciousness" thrust in science, leading to a tolerance for new paradigms and a new moral science.

The significance of this possible shift in values and basic premises is so great that all other educational issues need to be viewed in the light of whether they resist or foster this movement.

Willis Harman

CHARLES F. HORNE, Member, State Chamber of Commerce, and President, General Dynamics Corporation, Pomona Division:

We have a pluralistic system of education, public and private which should be responsive to the needs of the people in the communities they serve and to the nation. All segments of the community should be involved, in some way, with the public schools of the state. This would include parent organizations, school boards, professional groups, groups from business and industry, and others. Leadership should be provided by the State Board of Education and the State Department of Education, working closely with local school boards and local school administrators.

Community colleges could even require broader participation under the leadership of the Board of Governors and the Chancellor. The state colleges and the university require still broader participation under the leadership of the Board of Trustees and the Board of Regents. The State Department of Education should initiate design of the basic system, then consult with industry and colleges before promoting in all school districts in the state a procedure for involving the community in the definition process.

Goals and objectives should be re-evaluated on an annual basis and should be looked at, in depth, at least every three years. The procedure by which the policies would be developed should be designed by professional educators: however, it should not be solely the product of the educators who operate in the system. An assessment is essentially an audit, and it is not customary for those to be audited to design and administer the methods to be used.

WILLIAM J. JOHNSTON, Assistant Superintendent, Division of Adult Education, Los Angeles City Unified School District:

We believe there can be only one goal for the educational programs in California—the goal of full opportunity for all citizens to achieve a competent education. We believe the assessment of that program can only be measured in the competence of those educated.

Adult educators are turning to objectives and goals which can be evaluated by the results they produce in the learner. These objectives have been variously labeled as behavioral objectives, performance goals, instructional objectives, criterion measures, and other similar phrases. The objectives must be measured in unequivocal terms. In the near future, adult education will develop a Planning, Programming and Budgeting System.

ROGER KAUFMAN, Instructional System Technology Department, Chapman College:

There are three levels of involvement in defining the goals and objectives of our educational system: local, state, and federal. A plan or system is required to assemble and define the goals and objectives for California education in a coordinated manner.

A suggested system would identify existing situations or problems for review. It would set priorities of relevance and derive from these priorities "what should be," in comparison with "what is now." The suggested system would evaluate feasibility criteria for resolution and rank them in order, between relevance and practicality. After the priorities are selected, the process of defining goals and objectives would begin.

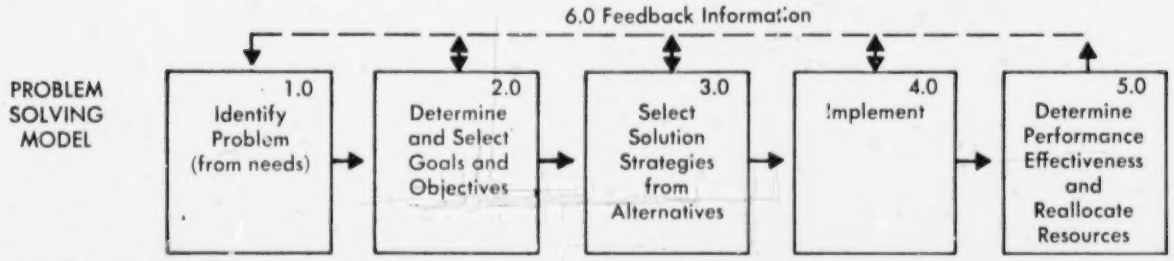
The goals and objectives of our educational system should be sensed continuously and reported periodically. A basic systems approach (see Figure I, page 11) should be adopted, as the procedures to be utilized in determining the purposes of statewide assessment of our educational programs.

LEON LESSINGER, Associate Commissioner, United States Office of Education:

The Independent Educational Accomplishment Audit (IEAA), focused on student performance, would be somewhat parallel to present fiscal audits in education. The IEAA would reflect the successes and failures of the educational system in terms of student achievement and would assist in eliminating shady practices in education. The accountability for results is relegated through the evaluation of achievement, as had been accomplished through ESEA Title I, as opposed to resource allocations of previous federal aid grants. The educational audit could be accomplished by a third party, which may enhance the accountability of such a system. Student learning and student achievement would be the primary output of such a

FIGURE I

A Proposed Systems Approach Applicable to State Assessment


6.0 Feedback Information
PROBLEM SOLVING MODEL
1.0 Identify Problem (from needs)
2.0 Determine and Select Goals and Objectives
3.0 Select Solution Strategies from Alternatives
4.0 Implement
5.0 Determine Performance Effectiveness and Reallocate Resources

system. While no measurement is exact, the measurement is dependent upon the view and of the perceptiveness of the judge. Local educational agencies would devise additional evaluation techniques. State evaluation programs would serve as a feedback loop in the evaluation cycle.

A request for proposal is an invitational bid for educational specifications open to professional or non-professional bidding. In Texarkana, Arkansas, the school district developed a proposal to attain a particular achievement level and solicited bids in an attempt to have contractors meet such levels during the 1969–70 school year.

There is a need for additional funds to be used for research and development so that incentive levels for achievement gains might be identified.

BARBARA MARSHMENT, Student Representative, State Board of Education

Procedures for defining the goals and objectives should be in three stages: reflection, comparison, and projection. The first stage would include a study of present goals and objectives, written and unwritten. The use of questionnaires and interviews should be used to compare what is, to what ought to be in the minds of teachers and administrators with regard to school performance. The second stage would involve relating our present goals and objectives to the changing demands of our educational system to measure their appropriateness for tomorrow's citizens. The third phase would be the actual definition of goals and objectives which meet the requirements of modern schooling. A rational method for defining goals is urged.

Teachers, students, parents, and scholars who have done research in the field of education should be involved in this process. The goals and objectives of the educational system should be flexible enough to assure that the potential of each individual student be developed, yet specific enough to insure standards of excellence.

ALISON McNAY, Chairman, California Advisory Council Vocational Training:

There should be a constant re-evaluation of any goals and objectives that are set. The State Board of Education, through an assessment of schools, should elicit any goals and objectives that are to be identified. The responsibility is with students, parents, and educators to establish such a process. The development of goals and objectives and an emerging evaluation plan has been assisted by teacher training and recruitment and by additional funding in vocational education.

Barbara Marshment

ALEXANDER M. MOOD, Director, Public Policy Research Organization, University of California, Irvine:

Society has goals, parents have goals, and educators have goals. The goals of these different groups agree, to some extent, and differ, to some extent. With regard to state assessment of education, we shall be concerned with the goals of society at large, i.e., to transmit to the next generation the skills, knowledge and attitudes which are important to the continued health of society. It is impossible to assess without being specific, but it is not necessary for the state to be specific about everything. The state can be specific about goals which have wide general support—reading, for example—

Alexander Mood

and can leave to local boards goals about which there is substantial disagreement, such as, sex education. The state might well begin at once the assessment of progress towards the goals that are widely accepted; and should plan to add other goals and assessment programs as it develops assessment experience, but it should never contemplate describing a complete set of educational goals.

The assessment policy should be the responsibility of a permanent agency independent of the State Department of Education. The assessment should be headed by a commission made up of persons of obvious integrity, who collectively provide a broad coverage of political and social interest in California. The commission should have at its disposal a small permanent staff headed by an able executive, and would need about ten million dollars for its first full year of operation. That budget would increase as its operation expands.

GEORGE MUENCH and EDMUND LEWIS, Chairman, School Instructional Program Committee, and Assistant Executive Secretary, California School Boards Association, respectively:

Decision-making with regard to a goal-setting process should be made at the local level by the involvement of persons in the community. There should be a clarification and definition of what kinds of things need to be done in order to establish such a process. Data processing techniques can be utilized to determine relationships of involvement.

The development of a general educational background in the basic skills is an essential goal. There should be an adaptability toward change. The results of the testing program should reflect what is being taught in the schools. It is of paramount importance to improve the educational product and this might be accomplished with the use of criterion-referenced testing. Programs mandated by the state should be supported by the state. The George Miller, Jr. Education Act of 1968 (SB 1) gave freedom to local districts to establish goals and objectives; anything that the state legislates beyond this should not take away from the freedom given to the local education agencies.

W. JAMES POPHAM, Associate Professor, Graduate School of Education, University of California, Los Angeles:

An appropriately staffed and funded administrative unit, hereafter referred to as the Agency, should be legislatively established and charged with the responsibility of implementing the recommendations of the Joint Committee. The Agency should determine a set of broad educational goals and specific, measurable objectives which can be most readily supported by the diverse Californians concerned with improving the quality of education. The Agency would employ a twofold attack on this problem: (1) first determining broad goals, then moving to specific objectives and (2) moving from specific objectives to broad goals. In both approaches a systematic survey of the opinions of concerned individuals must be conducted. This survey would solicit the counsel of such groups as teachers, citizens, academicians, and students.

Once a collection of objectives has been approved by the Agency, a set of test items (broadly defined) for each objective must be collected and/or developed. These test items, extending well beyond simple paper and pencil measures, must be developed according to criterion-referenced, not norm-referenced measurement approaches. Use of the usual standardized tests would, therefore, be inappropriate. By employing clearly explicated objectives, perhaps coupled with additional generation rules to guide the preparation of test items, it will be possible in most instances to develop a pool of test items for each approved objective. A comprehensive assessment program should be initiated in all important areas of educational achievement, however, as soon as practical. To conserve instructional time, all assessments should be administered on an item sampling basis whereby representative samples of test items are completed by representative samples of pupils from all California school districts.

Results of the statewide assessment should be reported at several levels of specificity. The different groups concerned about state assessment results will undoubtedly wish to have differing amounts of detail regarding assessment data. The lay citizen, for example, might only wish to see what percent of his school district's youngsters could achieve general objectives. Teachers and other school personnel would surely wish information on learner attainment of specific objectives. School districts should be encouraged to assess not only attainment of those objectives deter-

mined by the Agency, but also those additional objectives judged suitable by the district. The Agency should aid districts, insofar as its resources permit, to accomplish these supplemental assessments. A comprehensive report of the district's total educational attainments could then be supplied to the district's citizens. This emphasis on local determination of the range of objectives to be assessed will permit the particularization of goals so necessary to a diversely constituted state such as California.

An independent group should be established at the end of a reasonable period of time, e.g., three years, to evaluate the quality of the Agency's activities and to report this evaluation to appropriate legislative authorities.

T. BURTON QUIGGLE, Member, Board of Education, Chico Unified School District:

The innovative centers that were observed on a recent transcontinental tour indicated direction toward individualization of instruction. Such instruction generally includes behaviorally stated objectives, individually prescribed instruction, various ranges of student costs, and the restructuring of traditional classroom and school procedures. A needs assessment is essential before goals and objectives are identified and elaborated upon. The goals need to be specific and can be developed by regional committees for submission to a central committee. The goals should be continually re-evaluated and such evaluation should be accomplished by persons not affiliated with the program. A cross-sectional committee, appointed by the Legislature, could serve the purpose of defining goals, developing objectives, and monitoring evaluation.

WILSON C. RILES, Deputy Superintendent of Public Instruction for Program and Legislation, California State Department of Education:

The establishment of educational goals is neither new nor unique. For centuries scholars and philosophers have dealt with the subject.

The history of these efforts tell us that universal and continuing goals for public education may be grouped under six broad headings: (1) Intellectual Discipline, (2) Economic Independence and Vocational Opportunity, (3) Citizenship and Civic Responsibility, (4) Social Development and Human Relationships, (5) Morals and Ethical Character, and (6) The Objectives of Self-Realization.

A word should be said about the coordination of this effort with those interested in and affected by the establishment of goals and their measurement. A great deal of effort has been put into a program of national assessment. It would be unfortunate if the recommendations of this Committee did not take into account the work of this group. It is important to involve to the maximum extent feasible professional and lay groups that are currently working on this problem. In fact, the Committee should coordinate the input of these various efforts in order to eliminate confusion.

There will be many questions which will need to be considered if the Committee is to carry out its mission and its efforts are to culminate in an effective statewide system which will improve education in California.

1. Can the evaluation system be developed in a manner to assure that minimum objectives which may be established by the state do not result in establishing a ceiling on pupil performance?

2. Can the establishment of statewide goals and objectives be developed in a manner which will not interfere with local goals and objectives and thus protect the intent of the George Miller, Jr., Education Act, of 1968 (SB 1).

Finally, we should keep in mind that carefully developed goals, objectives, and measurements, no matter how painstakenly drawn, are insufficient. It is infinitely more important that the goals and objectives be the *right* ones. The Committee should make sure that the goals to be accomplished correspond with what *should* be accomplished. Indeed, undesirable goals would be worse than no goals at all, especially if teachers succeed in accomplishing them.

D. SAM SHEELE, The SET, Los Angeles:

Planners are responsible for the keeping of an organized shelf stock of options for the future, and for directing their efforts in the present to preserve the opportunities and attempt to reduce the possibility and the potential effects of threats. Planning is not "doing" in the sense of implementing any of the options. However, a planner with a well-developed shelf stock of options will always have two or three alternatives to sell to any particular interest group.

It should be possible to sensitively design useful and meaningful situations for participation of the various educational interest groups in the budgeting, evaluation, and research activities of public school education. Participatory exercises that are simulations can be used initially to determine how to obtain and utilize the contributions and viewpoints of different individuals. By experiments with different types of participation, each community may develop uniquely appropriate formats for decision-making. The process of trying out different types of participation will itself make the educational decision-making machinery more responsive to the future.

The "school system" as we know it today is obsolete. The functions and responsibilities of the "school" for education and other things (e.g., training, child care, health) will be rearranged among the institutions that make up and will be added to our society. Much experimentation with many types of social inventions will be required to facilitate useful participation in educational planning. Face-to-face assemblies of all the people concerned with educational policy is often impossible, and usually impractical. Even scheduling a

meeting with a few individuals is often difficult and causes delays. Substitutes for meetings and the use of advance communications techniques is called for in order to achieve meaningful participation. These social inventions will need to be treated and refined, first in simulations, later in experiments, and finally in practice.

Summary of Public Testimony

During the months of December and January, numerous written and oral responses regarding the study underway were brought before the committee for consideration (see Appendices D and E). A summary outline of discussion issues raised by these responses follows:

A. Role of Legislature in establishing goals and objectives and the development of a state policy of evaluation.
   1. The Legislature should provide leadership in establishing state policy.
   2. The Legislature should direct the State Board of Education to carry out this task.
   3. The Legislature should enact state goals into law.

B. Role of State Board of Education in establishing goals and objectives and the development of a state policy of evaluation.
   1. The State Board should work with the Legislature in establishing state policy.
   2. The State Board should direct this process by mandate from the Legislature.
   3. The State Board should adopt goals using existing administrative authority.

C. Public participation in the adoption of goals and design of a state program of evaluation.
   1. At the state level public members should
      a. serve on the policy-recommending body; or,
      b. serve on an advisory committee.
   2. A needs assessment should be conducted in conjunction with the adoption of local or state goals.
   3. When stipulating publics to be represented, the involvement of all races, creeds and those of differing economic status must be assured.
   4. Certain persons should be given special consideration for public service:
      a. future-oriented thinkers and executives
      b. members of local governing boards
      c. a member of the educational profession and a student, and
      d. representatives of government-related study groups (i.e., Governor's Commission on Educational Reform: Advisory Commission on School District Budgeting and Accounting; State Committee on Public Education; Curriculum Commission; Advisory Committee on Achievement and Evaluation; California School Boards Association).
   5. Evaluation experts should be utilized when designing a state program of evaluation.
   6. The relationship of the Department of Education to the policy-recommending body must be clarified.
   7. The office of the county superintendent should "compile" rather than "establish" goals for schools within the county.

D. State guidelines are needed
   1. to describe process of local and state involvement of public to assure general support;
   2. to assure the adoption of relevant goals;
   3. to interpret the intent of the George Miller, Jr. Education Act of 1968 regarding a "common state curriculum;"
   4. to assure that the state does not adopt behavioral objectives which are too specific so that they tend to mechanize the teaching learning act; and,
   5. to direct how evaluation data are to be used.

Field Research

Staff members conducted on-site visits of state programs and schools where assessment procedures were in operation. These visits are summarized and presented herewith:

Pennsylvania Quality Education Study. In 1963 the Pennsylvania Legislature directed the State Board of Education to conduct an assessment of quality of the public schools of the Commonwealth. The Bureau of Educational Quality Assessment was formed within the Pennsylvania Department of Education to implement this charge. Educational Testing Service of Princeton, New Jersey was contracted to conduct a feasibility study. An advisory commission of 30 members, representative of the public and the teaching profession, was appointed to assist ETS and the State Department in this endeavor.

In the ensuing years, measurement tools were developed and field tested, sampling procedures were chosen, and a general plan for state assessment of public education in Pennsylvania emerged. The "Pennsylvania Plan," as it later became identified, is a model of state assessment which has been discussed and closely followed by educational leaders throughout the United States.

Unfortunately, to Pennsylvania teachers with whom we talked, the "Pennsylvania Plan" was unknown. Teachers and administrators from four large districts in three regions of the state openly admitted a total lack of impact state assessment has had in their respective districts. Neither the design of curricula nor the criteria of evaluation have been changed by the "Pennsylvania Plan." Six years later and with expenditures

close to seven hundred fifty thousand dollars, Pennsylvania seems not very far down the road toward accountability for its investment in education.

One important explanatory variable is the absence of a concentrated effort by either the Legislature or the State Board of Education to generate public support for this program. No system for public and professional involvement in the decision process was designed and implemented.

New York Regents' Examinations. Regents exams have been administered to high school students in New York for over 100 years. This highly formalized state testing program is designed and administered by the New York State Department of Education, with the assistance of small committees of teachers nominated by local districts. For test security reasons, new tests

are developed and used each school year and are rigidly administered. Leaders within the State Department of Education endorsed the notion that these exams are the means by which the department exercises control over the instructional programs of the public high schools of New York State. The content of the Regents' exams essentially prescribe the secondary school curriculum for the entire state.

Feedback from the few teachers with whom we talked was mixed regarding the merits of the "Regents." All admitted that "teaching to the test" was a universal practice of New York teachers preceding the examination period.

We spoke to approximately 75 students on three different "tracts." The less academic—non-Regents tract—students were unanimously opposed to the system, but for a variety of reasons. Many were defensive about their inferior ranking. Some were relieved that they would not be required to take Regents tests in the future. Others were openly critical towards a system which in their minds, separated failures (themselves) from the mainstream of school activity.

"Regents students" with whom we spoke were united in their criticism of the examination program. They felt that the tests created undue pressure to pass an irrelevant and arbitrary standard (65% on a Regents' test). Failure on a single test meant years of wasted time. A passing score only relieved the pressure for the moment, as there always seemed to be another test ahead. These students were openly resentful that they had to conform to such an outdated, coercive system.

At Regis High School, a highly selective Catholic school for boys, only one out of 28 students approved of the Regents' program. These students were of the mind that education must be more than passing tests made up by "some old men in Albany." "Self-direction" and "relevant experiences" were meaningful educational terms for them.

Michigan Assessment of Education. Prior to 1969, Michigan had no state testing program, but inaugurated an assessment program to measure the areas of reading, language, vocabulary, mathematics and a questionnaire, designed to elicit demographic information and attitudes of students. It was administered to the total population of students in the fourth and seventh grades during January, 1970.

The Department of Education was to establish a Task Force on Goals to work with school districts throughout the state in developing goals of education. The assessment procedure, although it preceded any statement of goals in 1970, would be revised to measure the extent to which such goals were being achieved. General objectives will be identified, but

behavioral or performance objectives will not be identified at the state level.

At the insistence of the Legislature, a hastily developed assessment program was implemented. Concerns of citizens over specific terms included in the instrument threatened the whole program, as the concerns were raised during the administration of the program.

An allocation of two hundred fifty thousand dollars ($250,000) was provided for staff and sub-contracting and included the development of the assessment program for 1970 and program planning for 1971. The Michigan Legislature is in support of the present assessment program.

National Assessment. When the National Assessment program was formulated in 1966, it was designed to provide some baseline information at the national level as to where education stands in relation to certain educational objectives and not to provide a state-by-state analysis of educational programs.

The National Assessment program collected census-type information during the spring of 1969 on attitudes, skills, and knowledge as related to objectives in writing, science, and citizenship at four age levels (9, 13, 17, 26–35). These data are being processed and results will be released in September 1970. The data will be reported as the percentage of exercises marked correct, by age level, and the findings will represent outcomes of education, both in and out of school.

The sampling procedures used will permit comparisons across reporting categories including geographic region (Northeast, Southeast, Central, West), sex, socioeducational status, race, and type of community (urban, suburban, rural), but comparisons among states, districts, schools, or individual students will not be meaningful.

The second assessment year, beginning in March, 1970, will measure the areas of literature, reading, mathematics, and music. Similar age groups will be assessed during the third year in social studies, art, and career and occupational development. When the three-year cycle has been completed and baseline data have been established, the process will begin again and changes in educational attainment may be measured.

National Assessment personnel are concerned that misuse or misinterpretation of data may abort the program. They are cautious that such information could lead to a "national curriculum" which is neither the intent nor the purpose of the program.

Granite School District, Salt Lake City, Utah. The philosophy of the Continuous Progress Education Project in Salt Lake City, Utah is "to find ways to free children to learn in an environment which fosters opportunity for ever more rational decision-making."

The project, begun in the Spring of 1967, under ESEA Title III funding, has been a cooperative venture of five Salt Lake and Tooele County School Districts. The project is unique in that five school districts are working together to create a better educational program for the students they serve.

Eighteen schools, three hundred teachers, and nine thousand students from schools in the Granite, Jordan, Murray, Salt Lake, and Tooele districts have been direct participants. During the 1968–69 academic year, more than ten thousand visitors from thirty-six states and five foreign countries have spent time observing and studying the project.

In the development of the Continuous Progress school program, it has been imperative that reporting practices (evaluation) be consistent with educational goals and objectives. The focus, therefore, is aimed toward procedures designed to foster the process of continued student learning rather than to record and report results of daily assignments and tests as a final product.

Individual contracts for students in subject areas are utilized so that a student may pursue a specific goal on an individual basis and at his own rate. This method provides greater freedom for the student and frees the teacher to assist other students that may not be working with individual contracts. The teachers become the monitors of learning rather than the purveyors of knowledge.

A student will select, along with his teacher, an appropriate goal and determine the length of time he thinks he might be able to accomplish the goal.

If, after the deadline has passed and the student has not accomplished his intended goal, the student and the teacher review the assignment together and select an alternative course of action. The classrooms become flexible and innovative learning centers. The motivation to increase their knowledge becomes a pleasure rather than the same old routine of hearing a teacher lecture to the entire class. With the flexible scheduling and the contract method, the students feel they have had a direct part in determining what they will study and how long they will study.

The student response to flexible scheduling and individual contracts was enthusiastic—enthusiastic about learning. The students compete with themselves as much as with their classmates.

The development of the program in Salt Lake City was a cooperative program involving teachers, principals, parents, administrators, and students.

Fresno City Unified School District, Fresno, California. Project Design (Interagency Planning for Urban Education Needs) was organized as a two-year project to develop a comprehensive, long-range master plan of education for the Fresno City Unified School District. Funded by ESEA Title III, its intent was to bring under one umbrella current major problems of the schools: the relationship of the schools to the broader community; the impact of educational change now occurring throughout the nation; and a fresh view of the educational needs, goals, and aspira-

tions of our youth and adults. The ultimate purpose of the project was to weld into an integrated plan the best use of available resources to meet the totality of current and projected educational needs. Design and application of such a comprehensive, urban, interagency, educational planning model was an innovative planning project far exceeding in scope any known prior master plan of education. From the continued study of the recommendations made in the various publications (more than 30 separate reports), the district intends to shape the direction of education for their community toward short-term, intermediate, and long-range goals and objectives.

Project Design's nineteen committees have been meeting regularly and have recently presented a progress report to the district administrators. There is a major problem of funding in order to implement the program. Another problem is coordinating the nineteen committees in relation to the total educational program of the Fresno City Schools. Without the necessary funding, present administrative budgeting cannot absorb the coordination effort.

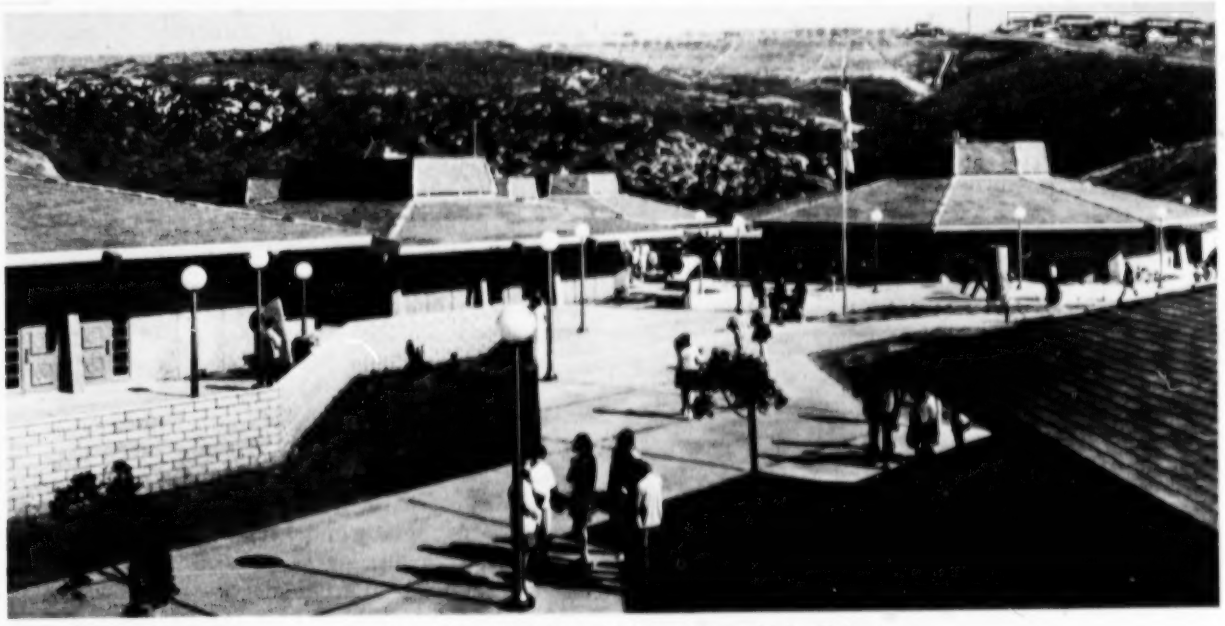
The goals and objectives phase of the project is moving and has received wide support but other phases have not been implemented comparatively.

Administrative leadership is optimistic that the project's objectives will become a reality within the next few years.

Thurston Intermediate School, Laguna Beach, California. The Thurston Intermediate School is one of the most exciting educational institutions in the country. The school moves forward with the kind of teaching which meets the needs of individual students. In many ways Thurston is like the programs in Salt Lake City, although Thurston is more highly refined operationally. Thurston Intermediate School operates toward five goals: (1) make provisions for individual student progress, (2) increase pupil responsibility for education, (3) involve the pupil in the higher level thought processes, (4) increase pupil's enjoyment of education, and (5) increase achievement levels of all students as measured by standardized tests.

A report prepared by an evaluation team provides data which indicates that Thurston is progressing toward each of the five goals. A visit to the school substantiates these data.

An important difference between Thurston and most other schools is the high degree of autonomy and responsibility given teachers to plan the instructional program. The result has been a greater commitment to the program and a higher performance expectancy of the pupils by the teachers of Thurston.



Thurston Intermediate School—Photo courtesy of Julius Shulman

Hughson Union High School, Hughson, California. Hughson High School is not a traditional high school. After 3 years of comprehensive restructuring of the academic program, the school is demonstrating a new educational look to the future. The entire academic program has been redirected and evaluated utilizing the newest educational innovations to better meet the needs of the students. Two key concepts arise from the Hughson philosophy: (1) All students move at their own rate of achievement, and, (2) pupil and program evaluation is based upon measured performance rather than time spent (credit units). The age old con-

cept of failure is diminished because students are recycled and re-directed to other avenues of study when difficulties arise in mastering a given assignment. In this way, students can gain insight into their limitations without being "turned-off" to the educational process.

Meaningless duplications of information have been eliminated by the use of staff-developed learning activity packages (LAP's). LAP's are designed to strengthen the student's weak points and compliment and enrich the student's strong points. The development of individualized instruction releases the teacher from the traditional lecture pattern and allows him to guide students in the class toward appropriate objectives.

The staff at the high school stated that they expect that their initial objectives for the program will be exceeded in almost all cases. Hughson High School's drop-out rate is now less than one percent of the total school population and disciplinary problems have decreased significantly.

Review of Literature

Several reports of goals and assessment programs in California and other states were provided to the Joint Committee through selected readings and include the following:

California. Within the California State Department of Education, several bureaus have attempted to identify specific goals and objectives. Special Education (gifted, retarded, physically handicapped, educationally handicapped), Vocational Education, and Compensatory Education have developed goals and objectives that can be translated into behavioral and operational objectives for school district implementation.

Assemblyman Victor V. Veysey and friend

The Department of Education administers the Miller-Unruh Basic Reading Act Testing Program at grades 1, 2, and 3, as mandated by AB 1168 (1968 Legislative Session), and amended by AB 1534, the California State Testing Act of 1969. Achievement, physical performance, and ability tests are administered annually to pupils in grades 6 and 12.

Activities funded under ESEA Title III and administered by the Department of Education have included: (1) Operation PEP: Preparing Educational Planners for California; (2) PPBS: Planning Programming, Budgeting System for California; and (3) PACE: Projects to Advance Creativity in Education.

Operation PEP has developed a framework for relating principles of management to educational objectives. Two recent PEP publications are "Considerations In Developing a Hierarchy of Education Objectives," which treats the generic factors affecting educational objective setting and decision-making, and "A Manager's Guide to Objectives," which focuses upon participative management and the requirements of public policy decision-making in education.

PPBS, in conjunction with the Advisory Commission on School District Budgeting and Accounting, is assisting 15 school districts in developing statements of goals and objectives. Previously, six school districts served as a pilot study in the development of a program budgeting model. Testimony provided by PPBS staff assured the Joint Committee that there was no duplication in the mutual efforts.

PACE centers attempt to identify education needs by regions within California. Twenty-one centers are required by the State Board of Education to conduct a continuing assessment of the needs of a region, set priorities for meeting those needs, and develop innovative plans for meeting those needs.

Recent studies[9] did not identify educational goals pursuant to the intent of ACR 195 and the charge to the Joint Committee.

Pennsylvania. Assisted by the School District Reorganization Act of 1963, Pennsylvania contracted with the Educational Testing Service (ETS) in Princeton to assist in the development of a plan for establishing goals of education along with a workable and manageable plan for evaluating such goals.

Although ETS provided technical services, civic leaders and professional educators developed a set of

[9] Arthur D. Little, Inc., *The Emerging Requirements for Effective Leadership for California Education*, 1964.
Arthur D. Little, Inc., *A New Organizational System for State-Level Educational Administration*, 1967.
SCOPE Committee, *Report From the State Committee on Public Education to the State Board of Education*, 1968.
Governor's Commission on Educational Reform, *Preliminary Report of Governor's Commission on Educational Reform*, December, 1969.

Hughson High School "Lap" Room

ten goals, all equally important: (1) self-understanding, (2) understanding others, (3) basic skills, (4) interest in school and learning, (5) citizenship, (6) health habits, (7) creativity, (8) vocational development, (9) understanding human accomplishments, and (10) preparation for a changing world.

The evaluation measures that were proposed required that the goals be translated into measures of pupil performance which can be used to determine the effectiveness of school programs. Performance criteria must be established every two or three years by sampling students in the state to determine what kinds of performance levels can be attained.

The development of the evaluation program was dependent upon (1) input, (2) educational processes, (3) environment, and, (4) output.

Input recognizes that children come to school having different abilities, attitudes, values, and habits. The *educational processes* are what the school provides in terms of curriculum strategies and approaches to learning. Differing conditions of the home, school, and the community identify an *environment*; while *output* is related to those factors that we are trying to measure.

Texas. In 1966, the Texas Legislature mandated that the Governor's Committee on Public School Education ". . . shall develop, formulate, and recommend to the Governor and the Legislature a definite long-range plan that will enable Texas to emerge as a national leader in educational aspiration, commitment and achievement."

The committee staff and consultants collected data on the present (1966) status of the elementary and secondary education system, heard testimony from project directors of recent state-wide studies, and elicited public opinion polls from adults and schoolteachers.

A synthesis of the findings produced the following goals for public education in Texas:

(1) intellectual discipline (academic knowledge and the ability to use it).
(2) economic independence and vocational competence,
(3) citizenship and civic responsibility,
(4) social development and competence in human relations,
(5) moral behavior and ethical character, and
(6) the objectives of self-realization (physical and mental health, aesthetic appreciation and optimum growth in terms of individual capacity).

Although the above goals are a reworking of earlier stated goals, it was not the intent of the legislation or the committee staff to relate educational goals, objectives, and evaluation.

Two objectives became operational: (1) reduce the number of adult illiterates, and (2) reduce the dropout rate of secondary school students. Although a plan of evaluation and assessment through a state testing program was proposed by the Governor's committee, it was rejected by the Legislature. However, the Legislature accepted a voluntary testing program to be used by school districts, but of little or no use to a statewide program.

The primary efforts that emerged from the Texas study were: to provide an increase in counselors, teachers, and community liaison persons in urban districts; to develop a statewide salary schedule for teachers; and to provide a state-supported kindergarten for disadvantaged children.

New York. In addition to the administration of the Regents' examinations, a system for educational evaluation is being developed to process data in ways to make it useful at various levels of the educational system. The purposes include guiding pupil progress, school management, and fiscal planning.

Models are being developed to measure the performance of specific programs or organizations. A prototype to measure reading in the primary school is operable at the present time.

Georgia. The State Board of Education initiated the Georgia Assessment Project (GAP) in January 1969. GAP is designed to provide statewide measurement of the progress of Georgia's children toward identified educational goals. The data will be used to (1) show the measurable impact of educational programs, services, and resources; (2) determine the relationship between costs and educational benefits; (3) identify areas of critical educational need; and (4) develop long-range educational planning.

An Advisory Commission on Educational Goals was appointed by the State Board of Education to identify as goals for education the knowledge, skills, and values that will enable the citizen of Georgia to live successfully in the future. Position papers and critiques were submitted to the Advisory Commission by persons from the academic world, business and industry, government, and the professional world at large. Students, parents, and educators were not invited to submit position papers.

Statements of goals were formulated by the Commission: product goals and enterprise goals. Product goals relate the individual to himself, to others, to the governing process, to social and economic institutions, to his physical environment, to his work, and to his leisure. Enterprise goals are recommendations for educational programs that promote the progress of Georgia's children, youth, and adults toward achievement of the desired qualities sought in the product goals.

Task goals of educators, subject-matter specialists, and psychologists will expand each of the goals into specific learning outcomes and will develop measurement instruments to determine pupil progress toward the desired educational goals. The latter process will be accomplished by 1972 and will include appropriate pilot-testing of measurement instruments.

Other States. Colorado, Nevada, New Jersey, Rhode Island, Utah, and Wisconsin are in the early stages of developing an evaluation and assessment program related to needs and objectives.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Based upon several sources of information, including public testimony, staff field reports, a review of related literature, and contributions by members of the Joint Committee, conclusions relating to the development of educational goals, objectives, and an evaluation plan have been identified. The following conclusions appear to be warranted.

It is essential that the goal-setting process include the extensive and intimate involvement of the public with students and educators at the level of the local education agency. Such public should include school board members, students, educators (including certificated and noncertificated instructional staff), parents, representatives of business and labor, scholars, scientists, artists, and other citizens concerned with the direction and welfare of public education.

The support of the public for such goals is essential.

The value of setting goals is as much in the process of participation as in the final outcome.

Inasmuch as the learning process is recognized as being dynamic and individualistic, objectives of education that are established should not become too specific or too restrictive as to stultify the learning process. Objectives should be adopted which are not too narrowly defined and yet are subject to evaluation.

The flexibility and freedom granted to school districts in designing programs and identifying local priorities by the enactment of the George Miller, Jr., Education Act of 1968 (SB 1) should not be impaired when state-wide goals of education are adopted. Local districts should continue to develop curriculum and innovative programs pursuant to SB 1 and should adopt goals and objectives of education appropriate to the needs of the particular school district.

To ensure that the goals and objectives of public education continue to be appropriate and relevant, a recycling process should be designed. A review of goals and objectives every three to five years, at least, should be accomplished for the purpose of reflecting changes in society and technology in the operation of the schools.

Those with authority for educational policy should take a role of leadership in identifying goals of education. The involvement of local education agencies, the Office of County Superintendents of Schools, the State Department of Education, and the Joint Committee would enhance the goal-setting process.

An assessment of needs, relevant to the present and long-range future of public education, should be accomplished during the goal-setting process. Through the efforts of Operation PEP and the PACE centers, many school districts have gone through the preliminary process of identifying the needs of education. These efforts, and other efforts in California, should be coordinated in such a way as to relate the needs of education to the goals of education.

The involvement of the legislature in the establishment of educational goals and objectives for California public schools would provide a necessary linkage between the public and those responsible for educational policy. The appropriation of monies for the support of the public schools is invested in the Legislature. If the level of the state contribution to the funding of local educational programs is to increase to 50 percent, the responsibility for attaining certain goals of education must be assured. Continuous legislative enactments and decisions must be substantiated by evidence of successes and needs of school programs.

An assessment and evaluation program should be comprehensive and explicit in identifying the relationship between human and material resources, the educational process, and learning growth in terms of student achievement, and attitudes, cost-benefits and other goal-related criteria. A minimum program of assessment and evaluation should include, at least, the following:

(a) An evaluation of the common areas of instruction that are identified in the goal-setting and objectives-setting process.

(b) The collection of appropriate educational data on children that are entering the California public schools for the first time.

(c) The measurement of student progress across grade or age levels in a particular subject-matter area.

(d) The collection of data on the education environment within a school, including the condition of the physical plant, instructional equipment and materials, curriculum, and the views of students, teachers, and administrators of the school's educational offerings.

(e) The collection of data on the environment within a school attendance area, including socioeducational data, size of school, fiscal and material resources, and the students, parents, and other residents' view of the relationship between the school and the community.

(f) The measurement of special education programs, including programs for the physically handicapped, educationally handicapped, and mentally exceptional children.

Recommendations

Based on the above conclusions, the Joint Committee on Educational Goals and Evaluation has introduced two proposals for adoption by the Legislature (See Appendices B and C). These proposals are framed to satisfy the committee recommendations, as follows:

A joint committee on educational goals and evaluation be established for the purpose of guiding the developmental process of setting goals and objectives of education. The Joint Committee should consist of four members of the Assembly, four members of the Senate, and the three members of the State Board of Education serving in an advisory capacity. The Joint Committee should serve as a policy-recommending committee to the Legislature. The inclusion of members of the State Board of Education on the Joint Committee should enhance a liaison between the Legislature and the State Department of Education. (Table III, page 23)

Goals and objectives be recommended for adoption to the State Board of Education after consideration of goals and objectives identified by local education agencies.

The study identifying the goals and objectives of education should be accomplished in less than two years. The Joint Committee should develop guidelines for local education agencies that would provide suggestions and recommendations for participation by the public and recommendations for the in-service training of personnel who will provide local leadership.

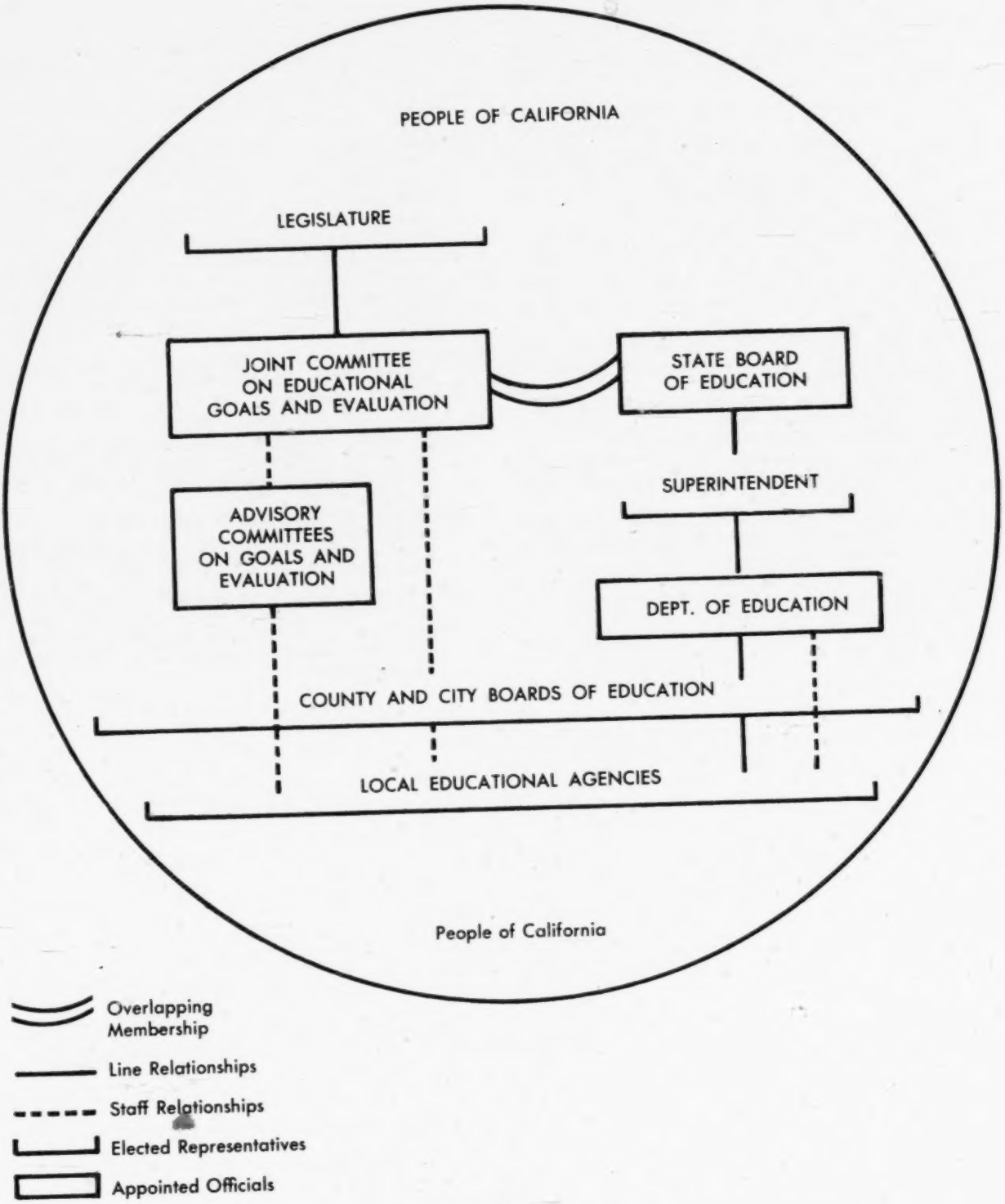
The George Miller, Jr., Education Act of 1968 (SB 1) should be amended to direct local education agencies to state the philosophy, goals and objectives of their education program. The present language does not sufficiently specify the need for well-defined statements of purpose (see Appendix C).

The development of an assessment and evaluation program that would measure progress toward the goals and objectives of education that have been identified should serve several purposes. The improvement of instructional programs is paramount and any changes in the schools would be supported by data derived from a comprehensive assessment program. Resource allocations and priorities should be supported by objective data collected from school districts.

Advisory committees should be appointed to assist the joint committee in its work. Members on these committees should be selected from many segments of the public, including students, parents, educators, members of governing boards, and persons with demonstrated expertise in appropriate areas of study.

When the process of setting goals and objectives has been completed and the evaluation design has been accepted and formalized for purposes of implementation and administration, the State Board of Education should be responsible for such implementation and should remain responsible for the continuing leadership role in the data-collection and evaluation process. The Legislature should indicate, by statute, what information should be reported, when it should be reported, and the resulting implications for further legislation.

Table III. Organizational Chart



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APPENDIX A

CALIFORNIA LEGISLATURE—1969 REGULAR SESSION

Assembly Concurrent Resolution No. 195

Introduced by Assemblyman Veysey

June 6, 1969

REFERRED TO COMMITTEE ON EDUCATION

Assembly Concurrent Resolution No. 195—Relative to an educational evaluation study.

WHEREAS, Education of California youth is the most important responsibility of government in this state; and

WHEREAS, People of this state want assurance of the quality of the public schools; and

WHEREAS, The goals and objectives of public education in California require defining; and

WHEREAS, It is the intent of the Legislature to protect the rights of the people to be informed of the relative merits of the schools of this state; and

WHEREAS, The Legislature desires accountability for educational programs conducted in tax-supported schools; and

WHEREAS, The Legislature wishes to identify and support successful educational programs in this state; and

WHEREAS, The State Board of Education seeks the support and assistance of the Legislature in assessing the quality of schools of the state; now, therefore, be it

Resolved by the Assembly of the State of California, the Senate thereof concurring, That the members authorize a study

LEGISLATIVE COUNSEL'S DIGEST

ACR 195, as introduced, Veysey (Ed.). Educational evaluation study.

Authorizes study by Assembly and Senate Education Committees, acting as a joint committee, in cooperation with a 3-member committee of the State Board of Education, to develop a program to assess the public schools of California.

Allocates $30,000 from the Contingent Funds of the Senate and Assembly to the joint committee for such purpose.

Sen. Fin.—Yes; W. & M.—Yes.

to determine and recommend an appropriate means for developing a meaningful and constructive program of assessment, including, but not limited to, the relative productivity, cost effectiveness and organizational viability of the public schools of California; and be it further

Resolved, That the Assembly and Senate Education Committees, acting as and constituting a joint committee, and in cooperation with a three-member committee of the State Board of Education, shall undertake this study and submit a report to the Legislature not later than the fifth legislative day of the 1970 Regular Session; and be it further

Resolved, That the sum of thirty thousand dollars ($30,000) is allocated from the Contingent Funds of the Senate and Assembly to said joint committee for such study, it being the intent of the Legislature that one-half of the costs of the study be assumed by the Legislature; and be it further

Resolved, That the Chief Clerk of the Assembly transmit copies of this resolution to the Assembly and Senate Education Committees, the State Board of Education, and the Assembly Office of Research.

APPENDIX B

ASSEMBLY CONCURRENT RESOLUTION NO. 85

Introduced by Assemblymen Veysey, Vasconcellos, Dunlap, Russell, Brown, Burke, Campbell, Cory, Crandall, Dent, Bill Greene, Lewis, Ryan, and Stull
(Coauthors: Senators Alquist, Bradley, Burgener, Dymally, Grunsky, Marler, Moscone, Rodda, and Stiern)

March 9, 1970

Assembly Concurrent Resolution No. 85—Relative to the Joint Committee on Educational Goals and Evaluation.

WHEREAS, Assembly Concurrent Resolution No. 195 of the 1969 Regular Session (Res. Ch. 335), charged the Joint Committee on Educational Goals and Evaluation with the responsibility for recommending a method to develop broad educational goals and objectives for the public schools; and

WHEREAS, The Joint Committee on Educational Goals and Evaluation was also asked to determine the means of developing a statewide system of assessment and evaluation designed to measure the degree to which the public school system is achieving such goals and objectives; and

WHEREAS, The Legislature desires to recognize and support educational programs that are both cost effective and responsive to the needs of the people; and

WHEREAS, The State Board of Education seeks the assistance and support of the Legislature in assessing the quality of education in the state; and

WHEREAS, Public testimony presented to the Joint Committee on Educational Goals and Evaluation urged a maximum degree of public involvement in the determination of the appropriate function of the public schools in modern society; now, therefore, be it

Resolved by the Assembly of the State of California, the Senate thereof concurring, As follows:

1. A study be authorized for the purpose of investigating and recommending to the Legislature the goals of education as developed by local educational agencies, the objectives of educational programs relating to such goals, and an evaluation program designed to measure the degree to which the goals and objectives of the educational program are being met.

2. The Speaker of the Assembly and the Senate Rules Committee shall each appoint four members, acting as and constituting a Joint Committee on Educational Goals and Evaluation, and working in cooperation with a three member committee of the State Board of Education appointed by its president, shall undertake the investigative study and make recommendations to the Legislature not later than March 15, 1972.

3. The identification and development of goals for local school districts shall continually involve the public within each school in the district including students, parents, educators (including classroom teachers) scholars, representatives of business and labor and any other citizens.

4. The Joint Committee on Educational Goals and Evaluation shall appoint appropriate advisory committees from the public, including students, parents, educators, including classroom teachers, members of district governing boards, county boards of education and any other citizens; and may contract with any public or private agencies for any part of the study.

5. The Joint Committee on Educational Goals and Evaluation shall study and recommend to the Legislature an evaluation program to include the following factors:

(a) Those common areas of instruction that are identified in the goal-setting and objectives-setting process;

(b) The collection of appropriate educational data on children who are entering the California public schools for the first time;

(c) The measurement of student progress across grade or age levels in a particular subject matter area;

(d) The collection of data on the educational environment within a school, including the conditions of the physical plant, instructional equipment and materials, curriculum, and the views of students, teachers, and administrators of the school's educational offerings;

(e) The collection of data on the environment within a school attendance area, including socioeducational data, size of school, fiscal and material resources, and the students', parents', and other residents' view of the relationship between the school and the community;

(f) The measurement of special education programs, including programs for the physically handicapped, educationally handicapped, and mentally exceptional children.

(g) The measurement of vocational education programs; and

(h) Any other evaluation measures appropriate to educational programs within the state.

6. A sum, not to exceed sixty thousand dollars ($60,000) is allocated from the Contingent Funds of the Assembly and Senate to said joint committee for such study for the 1970–1971 fiscal year for the expenses of the committee and its members and for any charges, expenses or claims it may incur under this resolution, to be paid from said fund and disbursed, after certification by the chairman of the committee, in accordance with the Joint Rules of the Senate and

Assembly, upon warrants drawn by the State Controller upon the State Treasurer; and be it further

Resolved, That it is the intent of the Legislature that the State Board of Education shall provide services, either through funding or in-kind, equivalent to the allocation actually disbursed from the Contingent Funds of the Assembly and Senate pursuant to this resolution for the expenses of the committee and its members and for any charges, expenses or claims it may incur under this resolution; and be it further

Resolved, That the Chief Clerk of the Assembly transmit a copy of this resolution to the State Board of Education.

APPENDIX C

ASSEMBLY BILL NO. 2430

Introduced by Assemblymen Veysey, Lewis, Vasconcellos, Dunlap, Brown, Burke, Campbell, Collier, Cory, Crandall, Dent, Fong, Bill Greene, Leroy F. Green, Russell, Ryan, and Stull

(Coauthors: Senators Alquist, Burgener, Dymally, Harmer Marler, Moscone, and Rodda)

April 3, 1970

An act to amend Section 7502 of, and to add Sections 7561, 7562, and 7563 to, the Education Code, relating to educational programs.

The people of the State of California do enact as follows:

SECTION 1. Section 7502 of the Education Code is amended to read:

7502. The Legislature hereby recognizes that, because of the common needs and interests of the citizens of this state and the nation, there is a need to establish a common state curriculum for the public schools, but that, because of economic, geographic, physical, political and social diversity, there is a need for the development of educational programs at the local level, with the guidance of competent and experienced educators and citizens. Therefore, it is the intent of the Legislature to set broad minimum standards and guidelines for educational programs, and to encourage local districts to develop programs that will best fit the needs and interests of the pupils, pursuant to stated philosophy, goals, and objectives.

SEC. 2. Section 7561 is added to the Education Code, to read:

7561. "Philosophy" means a composite statement of the relationship between the individual and society based upon beliefs, concepts, and attitudes from which the goals and objectives of the district are derived.

SEC. 3. Section 7562 is added to the Education Code, to read:

7562. "Goal" means a statement of broad direction or intent which is general and timeless and is not concerned with a particular achievement within a specified time period.

SEC. 4. Section 7563 is added to the Education Code, to read:

7563. "Objective" means a devised accomplishment that can be verified within a given time and under specifiable conditions which, if attained, advances the system toward a corresponding goal.

APPENDIX D

JOINT COMMITTEE ON EDUCATIONAL GOALS AND EVALUATION

RESPONSE FORM

The Joint Committee on Educational Goals and Evaluation will make recommendations to the Legislature sometime in February and will try to answer the questions listed below. We would like your responses to the questions in a statement not exceeding three pages in length. Thank you..

Name of Organization or Individual: _____

Address of Respondent: _____
street

_____
city state zip

Phone: _____

Individual Response: _____ Organization Response: _____

Membership of Organization: _____ Number Represented by this Response: _____

1. Who should be involved in defining the goals and objectives of our educational system?
2. What procedures should be utilized in defining the goals and objectives of our educational system?
3. How often should the goals and objectives of our educational system be re-evaluated?
4. Who should determine the purposes of statewide assessment of our educational system?
5. What procedures should be utilized in determining the purposes of statewide assessment of our educational system?
6. What is the educator's responsibility for assuring the excellence of our educational system?
7. What is the public responsibility for monitoring the effectiveness of our educational system?

APPENDIX E

PARTICIPANTS IN COMMITTEE INVESTIGATION

Advisory Commission on School District Budgeting and Accounting
Advisory Committee on Achievement and Evaluation
Association of California School Districts
California Art Education Association
California Association of School Administrators
California Association of Secondary School Administrators
California Association of Supervisors of Child Welfare and Attendance
California College of Arts and Crafts
California Congress of Parents and Teachers, Incorporated
California Council of Foreign Language Teachers Association
California Elementary School Administrators
California Personnel and Guidance Association
California School Boards' Association
California School Counselor Association
California State Chamber of Commerce
California Taxpayers' Association
California Teachers' Association
Folsom-Cordova Joint Unified School District
Governor's Commission on Educational Reform
La Verne College
Long Beach Chamber of Commerce
National Committee for Support of the Public Schools
National Initiative Foundation
Norwalk-La Mirada Unified School District
Planned Leadership for Evaluative Development of Goals for Education (PLEDGE)
PPBS Pilot Project, Folsom-Cordova Joint Unified School District
San Joaquin County Schools
San Mateo Union High School District
School Instructional Program Committee, CSBA
Alfred S. Alschuler, Professor of Psychology, State University of New York, Albany
Melvin L. Barlow, Los Angeles
Benjamin Bloom, Professor of Education, University of Chicago
William Carey, Superintendent, Pacific Grove Unified School District
George Cassell, President, Teachers' Association, San Juan Unified School District
Richard N. Clowes, Superintendent, Los Angeles County Schools
James Cowen, Superintendent, Ventura County Schools
Ray Darby, Superintendent, Shasta County Schools
Robert Docter, Member, Board of Education, Los Angeles City Unified School District
Richard Foster, Superintendent, Berkeley Unified School District
Norman M. Gould, Superintendent, Madera County Schools
Joseph Haring, Professor of Economics, Occidental College
Willis Harman, Director, Educational Policy Research Center, Stanford Research Institute
Keith Hartwig, Director of Educational Evaluation and Quality Control, Teacher, Sacramento City Unified School District
Charles F. Horne, President, General Dynamics Corporation, Pomona Division
Henry T. Hutchins, Jr., Monterey
William J. Johnston, Assistant Superintendent, Adult Education, Los Angeles City Unified School District
Roger Kaufman, Instructional System Technology Department, Chapman College
Leon Lessinger, former Associate Commissioner, United States Office of Education
Dave Logothetti, University of Santa Clara
James Livingston, Professor of Education, Sacramento State College
Barbara Marshment, Student Representative, State Board of Education
Abraham H. Maslow, W. P. Laughlin Foundation
Alison McNay, Chairman, California Advisory Council of Vocational Training
Alexander M. Mood, Public Policy Research Organization, University of California, Irvine
W. James Popham, Associate Professor, Graduate School of Education, University of California, Los Angeles
T. Burton Quiggle, Member, Board of Education, Chico Unified School District
Jack Rand, Superintendent, Temple City Unified School District
Wilson C. Riles, Deputy Superintendent of Public Instruction for Program and Legislation
D. Sam Sheele, The SET, Los Angeles
Leland D. Stier, Assistant Superintendent, Saratoga Union School District
Grant Thayer, Director, Division of Curricular and Instructional Services, Los Angeles County Schools
David Wood, President, Board of Education, Temple City Unified School District
David Zeff, Assistant Superintendent, Solano County Schools

APPENDIX F

STATEMENTS BY COMMITTEE MEMBERS

Statement by Willie L. Brown, Jr.

I cannot endorse the report of the joint committee. I am unable to do so because the recommendations made are not sufficiently supported by the conclusions reached and used to justify these recommendations. I concur in many of the conclusions, but the *recommendations* growing out of them appear to serve at cross purposes rather than to implement them.

The *conclusions*, particularly Numbers 1 through 5, address themselves to the need for maximum openness, maximum flexibility and maximum feasible participation by the educators and the public in educational decision making. There is indeed (Conclusion 5) a *specific* warning against impairing the flexibility and freedom of the schools to experiment, to innovate and to adjust their goals and approaches so as to make them relevant to their particular constituencies and to the changing conditions in which they operate.

The recommendations however move in the opposite direction. They would insert the Legislature squarely into a controlling position on an important aspect of educational decision making. They would have the Legislature dictate educational goals and objectives in a very specific way and on a statewide level.

Apparently what is to happen is that a permanent joint legislative committee would have the responsibility of "recommending" a set of "goals and objectives" to the State Board of Education for adoption. This legislative document, which the Board would be under intense pressure to adopt would be compiled after "consideration" of goals and objectives as "identified" by local educational agencies. This is hardly a model for an open decision making process. It offers no assurances whatsoever that the local school districts will in any way be meaningfully involved in the final decisions made. It does not promise that any existing uniqueness which should be nurtured will be even recognized, nor that innovative approaches will be allowed.

My wariness of these recommendations is reinforced by No. 4 which would mandate by statute that each district state its "philosophy." This would then presumably be judged by the prospective Joint Committee and conformity with the statewide pattern required. (Before the district could participate in State support?) I believe this would be intolerable. If this enforced conformity is not the intent, then no useful purpose is served by requiring the filing of such a statement. We have a right to insist that a school district conform to constitutional requirements of providing equal protections of the law and of educational opportunity. We should expect that it live within the usual health and safety standards and teacher staffing formulas, etc. I do not believe however we should insist that they cater to the educational, or even political philosophy of whoever happens to be on the Joint Committee at any one time.

I do not believe that one can "standardize" education and proceed to "buy educated" students like so many units of production on a cost effectiveness basis. If we need to establish some general statewide standards at all, we should, I believe, follow the recommendations made to us by several of our witnesses. Mr. William Baker, Deputy Superintendent of the San Jose East Side High School District speaks for a totally independent State Commission on School Evaluation composed of students, educators and lay persons. Dr. Alexander Mood of UC Irvine and Dr. James Popham of UCLA argue cogently for a statutorily independent commission which would report and have an advisory capacity to the State Board of Education. Their advice appears to have been ignored. I would support recommendations more in line with their thinking.

WILLIE L. BROWN, JR.

Statement by Robert H. Burke and John L. E. Collier

Hon. Victor V. Veysey, Chairman
Joint Committee on Educational Goals
and Evaluation
Room 322A, State Capitol
Sacramento, California

Dear Mr. Veysey:

We offer the following comments to the conclusions of the Joint Committee on Educational Goals and Evaluation Report to the Legislature. The conclusions found in the Report are italicized; the comments follow in lower case:

(1) *It is essential that the goal-setting process include the extensive and intimate involvement of the public at the level of the local educational agency.*

It is equally essential that public involvement is not construed to imply automatic legislative approval to goals developed by advisory participants.

(2) *The support of the public for such goals is essential.*

(3) *The value of setting goals is as much in the process of participation as in the final outcome.*

The value of goals is their role in defining and limiting educational responsibilities so that the progress toward fulfillment of those responsibilities can be assessed. Providing a forum for public participation in

setting goals is a legislative responsibility, not an educational responsibility or goal.

(4) *Inasmuch as the learning process is recognized as being dynamic and individualistic, any objectives of education that are established should not become too specific or too restrictive as to stultify the learning process.*

While it is recognized that local objectives should not be too specific or restrictive it also seems reasonable that statewide goals should be more permanent than local objectives. Objectives can be as flexible as the local community desires as long as statewide goals are fulfilled.

(5) *The flexibility and the freedom granted to school districts by the enactment of the George Miller, Jr., Education Act of 1968 (SB 1) should not be impaired by the adoption of statewide goals of education.*

Flexibility and freedom of local objectives should be maintained as long as the local educational system accomplishes the statewide goals.

(6) *To ensure that the goals and objectives of public education continue to be appropriate and relevant, a recycling process should be designed.*

The reviewing process should be so designed as to allow changes in objectives that reflect local desire but should resist the influence on statewide goals exerted by temporary mood or fad.

(7) *Those with authority for educational policy should take a role of leadership in identifying goals of education.*

Other diverse interest must be allowed and encouraged to participate in identifying goals.

(8) *An assessment of needs, relevant to the present and long-range future of public education, should be accomplished during the goal-setting process.*

The needs of the citizens served by education should be of primary concern rather than the needs of education itself.

(9) *The involvement of the Legislature in the establishment of educational goals and objectives for California public schools would provide a necessary linkage between the public and those responsible for educational policy.*

(10) *An assessment and evaluation program should be comprehensive and explicit in identifying the relationships between inputs, the educational process, and outputs in terms of student achievement, cost-benefits, and other goal-related criteria.*

One of the purposes of setting goals is to provide a means of assessing and evaluating educational effectiveness. Care must be taken, however, to insure that only useful, pertinent data is required to be reported.

These comments reflect a few of our concerns about the report. We hope that in the future added emphasis will be placed on limiting the responsibilities of public education. We feel statewide goals (1) should require the fulfillment of certain responsibilities, (2) should allow freedom to engage in other educationally related pursuits upon attainment of (1) above, and (3) should establish those concerns that are not educational responsibilities.

With these reservations, we approve of the report.

Sincerely,

ROBERT H. BURKE
JOHN L. E. COLLIER

Statement by Kenneth Cory

The Hon. Victor Veysey, Chairman
Joint Committee on Educational Goals and Evaluation
State Capitol, Room 322A
Sacramento, California

Dear Mr. Veysey:

I have some concern that the local school districts, by stating their philosophy goals and objectives, will ultimately bring about a limitation or restriction on the flexibility or freedom granted to those districts by the George Miller Jr. Education Act (1968).

Sincerely,

KENNETH CORY

Statement by March Fong

Subject: Minority Statement to Joint Committee
Report to the Legislature

I disagree with the recommendation of the Joint Committee on Educational Goals and Evaluation that an independent committee staff be employed to conduct the proposed studies. I believe that such a responsibility should be accommodated by an existing staff of the Legislature such as the Office of the Legislative Analyst or the Office of Research.

This approach would have a number of definite advantages. In the case of the Analyst, this office would emphasize the fiscally oriented lay point of view directed toward the development of practical legislative recommendations that is the trademark of this approach to the analysis of the state budget and other special legislative assignments. Also, since the Analyst's Office already provides full-time staff assistance to the Legislature on educational questions and has been instructed by AB 606 of the last legislative session to conduct an independent fiscal review and analysis of a wide variety of state and federally supported educational programs, much of his existing staff could be utilized in this phase of any study project.

I recognize that an assignment of the type the committee proposes involves professional educational judgments and educational philosophical assumptions as well as the fiscal and administrative judgments which

the Analyst is best equipped to make. It should be noted, however, that the Analyst would have the latitude to contract with the best educational expertise available on a part-time or short-term basis to assure that recommendations deal with all aspects of the problem. In this case, the Office of Research might well be considered the contracting office.

I believe that the approach suggested would put more specialized staff at the committee's disposal than would be available by hiring full-time employees operating separately and independently of any continuing legislative office.

I therefore conclude that, while our special purpose committee is the best vehicle for receiving public testimony, the staff service required by the commission to carry out its responsibilities should be assigned to a continuing office within the State Legislature such as the Office of the Legislative Analyst or the Office of Research.

Statement by Leo J. Ryan

Honorable Victor V. Veysey, Chairman
and Members of the
Joint Committee on Educational Goals
and Evaluation
Room 322A, State Capitol
Sacramento, California

Gentlemen:

I have read the staff report on Educational Goals and Evaluation and wish to make the following general remarks.

I am in general agreement with the proposals of the Joint Committee on Educational Goals and Evaluation's report, but only because the proposals are so general. To oppose them would be quixotic and even perverse. However, I do wish to go beyond the proposals to make several points.

First, the proposals are at once too vague and too general to be meaningful in a practical sense. We need specific *measurable* goals and objectives for immediate implementation. We have spent generations waiting for the schools of California to philosophize about educational goals and objectives. There is an expression used by jurists which is just as valid when used in education. "Justice delayed is justice denied."

I say this because lack of public confidence in public education has become a critical problem. It may be measured by student unrest, by the volume and content of letters to legislators, by the repeated failure of school tax over-ride proposals, by the pervasive dissatisfaction of minority groups with the system as it exists, and by increasing teacher militance. Wherever one turns, the sense of public dissatisfaction is apparent. At the same time it is clear that educational standards must be upgraded, more "well educated" people must be produced. Even "well educated" needs to be redefined as a goal for the 21st century.

The public today wants a *measurable* product, and will not support massive financial increases in school support until this goal is achieved. Schools have lost their credibility with the public because they provide no measurable educational output. The issue is simple; it is accountability.

To initiate minimum standards of accountability, I propose that the Legislature identify a list of educational priorities and that performance standards for each of those priorities be established. I believe that *reading at grade level* for all children in California public schools should be established as our first and most important educational priority. The *right to read* should be guaranteed all California students. The public schools in California should have a clear sense of purpose in this matter, and should be directed by legislative mandate—if necessary—to achieve that objective. Schools should be rewarded for success in achieving this objective, and face censure proportionate for failure to perform their function as parents and taxpayers expect.

The primary responsibility must, of necessity, continue to rest with the local school. And, the local school should be willing and able to abandon existing organizational arrangements, curriculum, and staffing patterns to satisfy the objective that *all students* read at grade level. Concurrently, schools in California must be supported in this effort, and appropriate legislation should be developed to secure this end. If, for example, current law makes it difficult or impossible to make progress in this area, needed changes must be initiated by the schools and supported by the Legislature and the State Board of Education.

Second, as the goal of reading achievement is realized, additional educational objectives can be identified and added incrementally. I would propose that the second goal be measured competence in mathematics —but this and other goals should be the subject of further deliberation.

One thing that we can secure general agreement about is the central and exclusive importance of reading. No progress can be made in basic education, good citizenship or overall intellectual development without a solid foundation in reading. To ignore this, to permit our schools to process students without minimum standards is a vicious charade.

Success in reading is so important and so obvious that it is often taken for granted. The trees obscure the forest. I believe strongly that this Joint Committee can best further educational excellence in this state

by simply identifying performance standards in this most basic subject—reading.

The implications of this are clear. If the public school only a generation ago had identified reading at grade level as the *first* and most important mission, we might talk seriously about more grand and general educational goals and objectives. We cannot now afford that luxury. Until the basic building block of the whole learning process is firmly in place, I believe that any broad discussion of educational goals and objectives is moot.

Let us measure competence and provide rewards and penalties for success and failure. It is the schools which can and do fail children. It is NOT the children who fail.

Sincerely,

LEO J. RYAN

Statement by John G. Schmitz

Honorable Victor V. Veysey, Chairman
Joint Committee on Educational Goals
and Evaluation
State Capitol
Sacramento, California

Dear Mr. Chairman:

While endorsing in general the report of the Joint Committee on Educational Goals and Evaluation, and particularly those portions of its conclusions and recommendations which call for objective testing and evaluation of the performance of the public schools in educating children, I am concerned that this report might be regarded as promoting extension and centralization of public school activities not actually desired, or even strongly opposed, by most parents and taxpayers.

Specifically, I disagree with the statement in Chapter II of this report, pages 9 and 10, that "at present, the public has little or no basis for judging the quality of education in local schools." The public can, and does judge the quality of public education by its effects on our young people—and increasingly has found its effects to be disturbing and alarming.

Also I am very much concerned with the statement in Chapter II, page 10, that "projection of future needs, including manpower studies, must be carefully scrutinized during the goal-setting process to avoid the perpetuation of those parochial interests which cannot be justified when considered in relation to the primal needs of mankind." Who is to judge "the primal needs of mankind"—the professional educators? What if the majority of parents and taxpayers do not agree with their judgment?

Future committees working in this area should direct their attention to the proper limits on school involvement in personal, family and community affairs, as well as to changes or extensions of present school programs which may be desirable.

Sincerely,

JOHN G. SCHMITZ

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